

**STATE OF ILLINOIS
ILLINOIS COMMERCE COMMISSION**

Lockheed Martin IMS)	
)	ICC Docket No. 98-0847
<i>Petition for Approval of NPA Relief</i>)	
<i>Plans for the 312, 630, 708 & 773 NPAs</i>)	
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**INITIAL BRIEF
OF THE STAFF OF THE ILLINOIS COMMERCE COMMISSION**

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I. STATEMENT OF CASE

This docket was initiated to consider a Petition filed on November 11, 1998, by Lockheed Martin IMS (hereinafter "LM"), in its role as the North American Numbering Plan Administrator.¹ In its Petition, LM requests that the Illinois Commerce Commission (hereinafter "ICC" or "Commission") approve area code relief plans in the form of all-service overlays for the 312, 630, 708 and 773 NPAs.

The Commission has previously issued orders in two related dockets involving Chicago area NPAs. Docket No. 97-0192 & 97-0211 (cons.) involved, *inter alia*, an investigation into the appropriateness of adopting thousand block number pooling² and certain code conservation measures. Docket No. 98-0497 was initiated by the Commission in order to allow it to investigate exhaustion of telephone numbers in the 847 NPA.³

Based on the petition filed by Lockheed Martin, the number of NXX codes in the 312, 630, 708 and 773 NPAs that have been assigned to qualifying telecommunications service providers and the forecasts provided by these same companies of future NXX code requirements, NPA exhaust in the 312, 630, 708 and 773 area codes is imminent.

Pursuant to a procedural schedule established by the Hearing Examiner, direct testimony was filed on January 26, 1999, for the purpose of determining whether, in

¹ The North American Numbering Plan Administrator is the neutral 3rd party entity to which the FCC has delegated authority to plan for area code relief throughout the United States including Illinois.

² **Number pooling** refers to the scenario in which each carrier contributes the unused numbers in each of its 10,000 number blocks to a common pool so that the numbers may be redistributed to whomever needs them.

light of the Commission's Order in 98-0497, the parties had any disagreement over the type of NPA relief plan the Commission should implement in this docket. Supplemental direct testimony was filed on April 1, 1999 with rebuttal testimony subsequently filed on April 9, 1999. An evidentiary hearing was held in Chicago, Illinois on April 15, 1999. Upon the completion of the evidentiary hearing, a post hearing briefing schedule was established which required the simultaneous filing of initial briefs on April 29, 1999 and reply briefs on May 6, 1999.

II. ISSUE(S)

At the April 15, 1999, hearing, all parties stipulated "on the record" to the following: (1) the relief plan for NPAs 312, 773, 708 and 630 would be an all-services geographic overlay; (2) the timing for triggering implementation of the respective overlays will be the same as for NPA 224 in the Commission's 98-0497 Order; and (3) the Commission will be given one month notice prior to each overlay's imposition. (TR. at 424-427). The issues in the initial briefs, therefore, are limited to the following:

(1) Whether number pooling and related number conservation measures should be implemented in the 312, 773, 708 and 630 NPAs; if so, what is the appropriate manner by which to do so.

(2) Whether the eventual order issued in this proceeding should be Interim or Final in nature.

³ Docket No. 98-0497 was also initiated in part to assess carrier compliance with the conservation

III. SUMMARY OF STAFF'S POSITION

Staff avers that number pooling and its associated conservation measures, should be adopted in the 312, 773, 708 and 630 NPAs consistent with the findings and ordering paragraphs contained in the Commission's Docket No. 98-0497 Order. Staff feels it is important to implement number pooling in the remaining area codes prior to the Y2K stabilization period beginning October 1999. Finally, Staff believes that an Interim Order is not necessary if number pooling and conservation measures can be implemented immediately. In the alternative, an Interim Order would be appropriate if the implementation of number pooling and conservation measures are delayed for any reason.

IV. ARGUMENT

A. The Commission Should Approve the All-Service Overlay Relief Plans for the 630, 773, 312, and 708 NPA's & Order Number Pooling & Conservation Measures To Be Implemented Consistent with its Findings in Docket 98-0497.

Staff's position throughout this proceeding has remained consistent - any order establishing an overlay for 630, 773, 312 and 708 NPAs must adhere to the Commission's findings in Docket No. 98-0497. Specifically, Staff believes that the establishment of all-services overlay to the other NPAs must be preceded by the

measures approved in Dockets 97-0192/97-0211 (cons.).

extension of number pooling and number conservation measures as outlined in Docket 98-0497.

There are several reasons underlying Staff's recommendation. First, Staff believes that the adoption of number pooling and conservation measures is less disruptive to existing customers, since they maintain their existing NPAs, seven digit telephone numbers, and calling patterns. Second, new customers will be assigned NPAs that are familiar to them and to other telecommunications consumers. Third, conservation measures are already well known and are currently being implemented. Fourth, implementing number pooling on a trial basis would be relatively easy since most administrative and technical issues have been previously identified and resolved in the 847 NPA pooling trial. Finally, extending the trial to the 630, 312, 708 and 773 NPAs would provide operational experience relating to the provision of number pooling to a larger customer base. This experience would be helpful in expanding number pooling to other areas in the state and the nation. (Staff Ex. 1.0 at 11).

Parties have testified to several issues regarding the technical feasibility of expanding number pooling to the area codes outside 847. These include the "service control point" and "Y2K stabilization period" issues. Staff does not believe that either of these issues should prevent the implementation of a pooling trial in the 312, 630, 708, and 773 NPAs.

1. *SCP Capacity*

The first issue involves the database capacity at the service control points (SCP).⁴ SCP capacity exhaust was the primary reason the Commission did not immediately expand number pooling to the 312, 773, 630, and 708 area codes.

In its May 11, 1998 Order in ICC Docket Nos. 97-0192/97-0211 (cons.), the Commission found that: “the evidence in this proceeding supports a delay in the implementation of number pooling for the 773, 312, 708 and 630 NPAs until the SCP capacity issue is resolved to the Commission’s satisfaction.” (Order, ICC Docket Nos. 97-0192/97-0211 (cons.), Finding 9 at p. 36). The Commission subsequently reiterated the same position in its Final Order in ICC Docket No. 98-0497. (Order, ICC Docket No. 98-0497, Finding 7 at p. 25).

Staff asserts that the SCP capacity issue has been adequately addressed in the instant record to the point where it should alleviate the Commission’s concerns as expressed in the aforementioned findings. Staff believes there are no substantial SCP capacity problems remaining that might impede the effective implementation of number pooling in the remaining Chicago area NPAs.

The introduction of a new software package known as NPAC Release (1.4) has relieved the problem by enabling carriers to accept data on ported and pooled numbers

⁴ **Service Control Points** store the actual records of ported telephone numbers. Unfortunately, the SCPs were not engineered to support the large quantity of records associated with 1000 block pooling.

in ranges instead of individually. Storing numbers in ranges instead of individually reduces the capacity used to store numbers within the SCP database,⁵ resulting in increased SCP capacity. (Staff Ex. 1.0 at 12).

Release (1.4) was implemented into the 847 pooling trial on February 1, 1999. (Staff Ex. 1.0 at 13). The installation of this release and the migration of manually pooled data were a success. All service providers receiving downloads of 847 data have successfully completed testing of the pooling functionality and have migrated all of the pooled data to the new format.

Indeed, the best indicator of Release (1.4)'s success comes from the carriers themselves who have affirmatively stated "on the record" in this docket that they do not have an SCP problem that would impede the implementation of number pooling. AT&T, Ameritech, and MCI have all indicted on the record that this is indeed the case. (Staff Ex. 2.0 at p. 4-5; ATT Ex. 1.0 at 7; MCI Ex. 1.0 at 23-24; AMR-IL. Ex 2.0 at 3-4).

2. Y2K Stabilization Period

Instead, the storage capacity of SCPs was built to hold a projected number of ported numbers as competition grew and new carriers were successful in attracting customers with existing phone numbers.

⁵ **SCP databases** are used to store routing information on ported and pooled numbers.

Another concern associated with this docket has been what has popularly become known as the Y2K problem.⁶ The telecommunications industry has designated the period beginning October 1, 1999 through March 2000 as the Y2K network stabilization period.

Given this, Staff wishes to emphasize the importance of activating number pooling in the 630, 312, 708 and 773 NPAs on or before October 1, 1999 so as to not interfere with the Y2K stabilization period. Staff, therefore, would recommend that no activities (such as software downloads) associated with number pooling be instituted during the stabilization period. (Staff Ex. 1.0 at p. 9; Staff Ex. 2.0 - Attachment C). The underlying reason for Staff's recommendation is to prevent any problems that may arise as we approach January 1, 2000 and keep them from compromising the integrity of the entire network.

B. In Light of the Circumstances in this Docket, Staff Feels an Interim Order Is the Appropriate Method By Which the Commission Can Adopt Staff's Recommendations.

Exhaust in the 630 NPA is forecasted in the 3Q99 and the 773 and 312 NPAs are forecasted to exhaust in the 1Q00. (Staff Ex. 2.0 - Attachment D). As a result, Staff recommends adoption of an expedited schedule for the implementation of number pooling and related conservation measures.

⁶ Y2K refers to the Year 2000 whereby the computer and technology industry anticipates a multitude of malfunctioning computerized network systems due to their inability to recognize the change in year from 1999 to 2000.

It is in the best interest of everyone involved to have number pooling go into effect sooner rather than later. Implementing number pooling at the earliest possible date will help further delay exhaust (ie. life of numbers in each NPA). Delaying exhaust, in turn, also delays the imposition of an overlay.

Although Staff has indicated that a Final Order could be issued in this docket, Staff believes that an Interim Order may be more appropriate in light of the fact that not all carriers have complied with the *subpoena duces tecum*. Since Staff has not yet been made privy to all the relevant data, it has been unable to conduct a complete analysis regarding the timing of the imminent area code exhaust. Given this, Staff feels the Commission would be best served if the Hearing Examiner were to issue an Interim Order adopting the all services overlay as the appropriate form of relief along with the immediate implementation of number pooling and all associated conservation measures. A Final Order can then subsequently be issued once all subpoenas have been complied with, thereby, allowing Staff the opportunity to complete its analysis of the exhaust situation based on all relevant information and data.

V. CONCLUSION

Prior to this docket, the ICC has twice considered this issue (Docket Nos. 97-0192/7-0211 cons; Docket No. 99-0497) and has ruled consistently that number pooling is in the public interest and should apply to all Chicago area NPAs. The number pooling and conservation measures at issue have “been put to the test” during

the 847 trial and have proved successful. Moreover, specific concerns surrounding such issues as SCP capacity and Y2K have been adequately addressed. Staff believes that number pooling and all associated conservation measures will extend the life of all five Chicago area NPAs, ultimately delaying the necessity of mandatory 10-digit dialing in Illinois. Staff, therefore, respectfully requests the Commission implement number pooling in the 312, 773, 708, and 630 NPAs as soon as possible.

Respectfully submitted,

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Dated this 29th day of April, 1999.